

**STATEMENT OF GENERAL PHILIP BREEDLOVE**

**COMMANDER**

**U.S. FORCES EUROPE**

**April 1, 2014**

## **I. Introduction**

Mr. Chairman, Ranking Member, and Distinguished Members of the Committee: Thank you for the opportunity to appear before you today. Commanding the outstanding men and women of the United States European Command (EUCOM) and the North Atlantic Treaty Organization's Allied Command Operations (NATO) is a special privilege and an honor. The efforts of these uniformed service members and the many civilians that support them are truly remarkable. The men and women of EUCOM are America's forward presence for the 21<sup>st</sup> century; postured alongside our proven, indispensable European Allies and partners.

As the Commander responsible for both EUCOM and NATO, it is my opportunity and responsibility to preserve and strengthen the United States' military bilateral relationships with our European Allies and Israel to lead NATO as a whole. These efforts, while separate, mutually reinforce one another for the benefit of the United States and our NATO Allies and Partners. In both capacities, we are ensuring our security and protecting global interests. The command lives trains, and fights with Allies from strategically-positioned bases in Europe. These bases are critical for responding to crises in the Levant, Africa, the Balkans, the Caucasus, and, most recently, in Ukraine.

Today I would like to focus on two primary areas: First, I will describe for you why continuing to work with our dependable, long-term European Allies and Partners remains vital to the national security interests of the United States. Second, I would like to describe my vision and focus areas for EUCOM over the next year and share some of my thoughts about NATO.

## **II. The Strategic Value of Europe**

Situated at the crossroads of Asia, the Middle East, and Africa and the home of our most willing and capable Allies and Partners, Europe's strategic importance to the United States with

regard to critical access, willing and capable forces, shared values, and economic interdependence cannot be overstated and should not be taken for granted. Our strategic partnership with Europe provides the U.S. with essential access – bases, transit, and overflight rights for U.S. forces. Adding to our own capabilities, European nations provide additional military forces that fight with us, political support for U.S. operations, and economic resources no other region of the world can supply. When the U.S. takes military, diplomatic, or economic action to advance our interests, we almost always do so by, with, and through Europe.

Confronting Russian aggression in Ukraine, eliminating Syrian chemical weapons, defeating Islamist extremists in Mali, and intervening to prevent atrocities in the Central African Republic are just the latest examples of European Allies and Partners acting in concert with and in support of U.S. interests. With the backing of our European Allies and Partners, the ability of the United States to project power and protect our interests around the world remains unmatched.

#### **A. A Century of Security Cooperation**

European cooperation with and support for the United States reflects nearly a century of partnership. Our mutually beneficial relationship originates in April, 1917 when the U.S. deployed combat forces to Europe in World War I. In World War II, the United States and its Allies fought a campaign to liberate Europe from the horrors of fascism and Nazism. During the Cold War, America and its Allies then confronted the twin challenges of containing the totalitarian ambitions of communism and the historic rebuilding of a war-torn and devastated continent. U.S. support enabled Europe to recover from the devastation of World War II and become a pivotal global political and economic powerhouse. Our partnership with Europe has also yielded one of the most effective defense alliances in history, NATO. Since the end of the Cold War, the United States and Europe have worked together to address numerous challenges to

international security, from the outbreak of war in the Balkans and Iraq's invasion of Kuwait to ongoing operations in Afghanistan, piracy off the Horn of Africa and the Arab Spring.

Europe and NATO remain the United States' most reliable and competent contributors to exporting security globally – both militarily and diplomatically. Collectively, Europe spends \$270 billion on defense annually, second only to the United States. Our European Allies possess peer or near-peer capabilities in several areas of joint warfare, including tactical fighter operations, surface warfare, and special operations. Nowhere else in the world does there exist a comparable pool of interoperable, proven, and combat-ready allies to deploy with U.S. forces. Our European Allies have provided the vast majority of allied troops who have served with U.S. Forces in the Balkans, Iraq, Afghanistan, and Libya. As stated in the 2014 QDR, Europe is a critical partner in addressing challenges in the Middle East and North Africa.

In Afghanistan, European contributions have accounted for approximately 90% of the non-U.S. forces in NATO's International Security Assistance Force (ISAF) since 2007. Specifically, between 2003 and 2013, more than 250,000 Europeans have fought alongside us in Afghanistan. Using vital authorities given to us from Congress to build the military capacities of our Partners, EUCOM has trained over 42,000 service members from countries like Georgia, Slovenia and Slovakia between 2007 and 2011. Once trained, these service members have fought alongside us in Afghanistan. These nations made these contributions in the spirit of solidarity and cooperation that is the essence of the Alliance. Their contributions are anything but symbolic, as Europeans have suffered 6,500 combat-related casualties with over a 1,000 of their sons and daughters killed in action. They have led operations in Libya to protect that country's civilian population, and in Mali to defend the government and people against Islamist militants. After two decades of combined, joint operations, NATO nations are at the height of

their ability to operate together. Our combined tactics, techniques, and procedures are better and more robust than ever. We must now seek ways to efficiently preserve this remarkable level of interoperability throughout the Alliance as we prepare to move into the post-ISAF environment. This effort is critically important, for European military operations worldwide both complement U.S. efforts and obviate the need for U.S. military operations.

Our long European partnership has proven uniquely beneficial for U.S. defense strategy as our European Allies have allowed the U.S. to flow forces around the world using their infrastructure, granting us freedom of access to their airspace and littoral waters from bases in Europe. Since 2001, the United States has committed forces to 21 operations in response to crises. Of those operations 80% have been to Europe, Asia, or the Middle East and have relied upon European bases and infrastructure for the deployment and sustainment of forces. Additionally, nearly 70% of NATO's operations and 60% of European Union operations in the same time period have been conducted outside of Europe. Noteworthy too is the fact that Europe provides some 6,000 personnel annually to U.N. peacekeeping operations.

More than two decades since the end of the Cold War and a decade after the terrorist attacks of September 11, 2001, Europe's strategic importance remains unchanged. Even with combat operations in Afghanistan drawing to a close and recent diplomatic progress addressing the international community's concerns regarding Iran's nuclear program, we face increased instability and growing terrorist threats in the Levant and Africa. Challenges to peace and prosperity *within* Europe also persist, including: foreign fighter flows into Europe from Syria, Afghanistan, and other conflict areas exposing vulnerable members of the population to radical ideas, terrorist training, and combat experience; the possible slowing of the democratic process in the Western Balkans and the potential regression of security in Kosovo; the threat of ballistic

missiles to European security, particularly from Syria and Iran; Russian aggression preventing our eastern European Partners from choosing their alliances freely and without coercion; the destabilizing flow of illicit trafficking of humans and drugs, and the proliferation of dangerous weapons into Europe and the surrounding environs.

The strategic partnership with Europe that we forged throughout the 20<sup>th</sup> century must be preserved and adapted to confront these and other challenges in the 21<sup>st</sup> century. EUCOM best sustains and enhances the transatlantic relationship by continuing to provide a credible, tangible commitment to fulfill our Article 5 obligations under the North Atlantic Treaty. We will also ensure U.S. and European military forces remain interoperable and expeditionary. At this juncture, after the conclusion of combat operations in Afghanistan, such preservation efforts are likely realized through training and readiness initiatives, including the NATO Response Force (NRF) and Connected Forces Initiative, as well as U.S. support to NATO pooling and sharing efforts such as Smart Defense. Lastly, we should support global European-led military operations that advance U.S. interests and continue to acknowledge publicly and privately the support the Europeans provide to our U.S. national security.

## **B. The Role of U.S. Forces in Europe Today**

The U.S. military presence in Europe has come under intense scrutiny as part of an overall reassessment of global posture driven by steep budget reductions. The United States has steadily reduced its forces stationed in Europe from over 420,000 uniformed personnel at the height of the cold war to fewer than 75,000 today. Still there are those who advocate additional reductions in U.S. presence and even some who urge the complete withdrawal of all forces in Europe. Before determining whether or how many forces to cut, it is important to understand the roles that our forces in Europe play in U.S. national security strategy.

First, U.S. forces in Europe continue to defend the homeland and U.S. interests forward. U.S. forces must be postured forward to maintain a credible capability to counter those groups who seek to do harm to America and American interests. This includes the ability to appropriately respond militarily within the AFRICOM and CENTCOM Areas of Responsibility (AOR) to threats and challenges that move fluidly across COCOM boundaries. Continuing to defend the homeland through our forward presence in Europe serves to deter and counter threats to our security interests within EUCOM's AOR.

Second, U.S. forces in Europe contribute to preserving the strategic partnership with Europe both in our bilateral relationships and by assuring our Allies of our continued commitment to NATO. Europe's willingness to support U.S. military operations, whether by providing strategic access or contributing forces, depends on the continued trust of its population and political leaders in the United States. Our close strategic relationship starts with the stationing of U.S. forces in Europe, which facilitates habitual partnerships necessary for military alliances and coalitions to respond to crises credibly and successfully. We must be prepared to surge with our NATO Partners to deal with problems quickly and effectively before they become crises. To do that, we must have the trust of our Allies and Partners, and trust is something that cannot be "surged." That trust comes from the relationships that can only be built and maintained through the actual, consistent and persistent presence of U.S. forces in Europe.

Third, U.S. forces stationed in Europe ensure strategic access to support global operations. The bases, over flight permissions, and transit rights that our European Allies and Partners provide to U.S. forces are absolutely critical to preparing for and executing operations to address threats to U.S. interests, especially those associated with the instability resulting from the Arab Awakening and the increasing violence from extremism in Africa. Portugal, Spain, Italy,

and Greece, for example, are strong allies that host strategic bases critical to U.S. operations on Europe's troubled periphery in Northern Africa and the Middle East. Our strategic access in Europe enables us to deal not only with shared threats to the U.S. and Europe, but also to threats that are specific to our interests, such as the readiness posture in support of the "new normal" developed in the aftermath of the attack on the mission in Benghazi in 2012. These threats include conventional military operations, ballistic missile strikes, attacks by violent extremists on U.S. facilities and citizens abroad, the flow of foreign fighters, and the proliferation of weapons of mass destruction.

Fourth, U.S. forces in Europe ensure continued capacity for European nations to participate in military operations with the United States. European Allies and Partners have willingly stepped up and joined us well beyond their Article 5 responsibilities for collective defense. They have deployed far beyond their own borders to operate alongside U.S. forces. The skills, proficiencies and familiarity which have enabled this level of participation and interoperability are perishable and principally dependent upon mutual trust-based relationships which cannot be sustained by short-term deployments, simulations, or periodic exercises alone.

Preserving the U.S. strategic partnership with Europe in the 21<sup>st</sup> century requires maintaining sufficient U.S. forces in Europe to fulfill the roles described above. U.S. force structure in Europe, especially our ground and air forces, should remain capable of engaging our Allies and Partners regularly and reliably, sustaining readiness and interoperability across the Alliance, and maintaining Europe's trust in the United States. Rotational forces from the continental United States to Europe cannot completely fulfill these strategic roles. The temporary presence of rotational forces may complement, but does not substitute for an enduring forward deployed presence that is tangible and real, especially when budget uncertainties may



have the effect of preventing forces from actually rotating into place. Furthermore, forward basing in Europe is necessary to support AFRICOM and CENTCOM and will minimize any delays in responding to a potential future “Benghazi-like” situation. A diminished posture, in terms of capabilities and personnel, means diminished access, and diminished ability to influence outcomes favorable to the interests of the United States. “Virtual presence” by U.S. forces will be translated by both friends and adversaries as “actual absence.”

The short-term saving from any reductions in forces stationed in Europe risks creating a long-term debt of trust and influence in the most geopolitically and economically relevant region in the world. Our partnership, which is based on trust and relationships built over the past century, could diminish more rapidly than we might assume should the U.S. decide it no longer needs to maintain our engagement and partnership with our European allies. In the next crisis, we may be surprised to discover European forces are not at our side on the battlefield and that we can no longer leverage European airspace and infrastructure to deploy our forces. Such a loss of European support would significantly increase risk to our ability to project power globally and protect our vital national security interests worldwide. Coalitions of the willing are much more successful when relationships are already in place. We must continue to invest in these relationships so that we are prepared to surge with our NATO Partners quickly and effectively before problems become crises.

### **C. Our Strategic Partnership with Europe Enables the Rebalance to Asia**

Our security and economic interests in the Asia-Pacific are shared by the European nations, and our strategic partnership will allow us to synergistically rebalance together. The Department of Defense (DoD) continues to implement the 2012 Defense Strategic Guidance and the 2014 Quadrennial Defense Review in fulfillment of the Administration’s effort to address

critical interests and challenges in the Asia-Pacific region. This cannot be accomplished without our strategic partnership with Europe. A stable and secure Europe that is able to maintain regional stability at home and export security abroad makes the implementation of this direction possible.

China is also devoting more time and attention to Europe and emerging as a key European stakeholder with strong interests on the continent as its second most important trading partner. In addition to China, other Asian-Pacific countries, including Japan, Singapore, and South Korea are investing in Europe. U.S. efforts in Asia ensure the U.S. engages both regions while defending our interests and treaty obligations. In today's interconnected and interdependent world, we need to work with our European Allies and Partners toward this end in the Asia Pacific, while also collaborating to secure our shared interests and mitigate the risks to other regions.

### **III. The Commander's Vision for EUCOM**

I have now been in Command of EUCOM for nearly a year. In this position, I have been privileged to see the United States' relationship with Europe continually evolve, reflective of the dynamic time in which we live. It is my best military advice that NATO and our European partnerships are absolutely critical to our continued national security interests, and that we should not take this relationship for granted. Simply put, without Allied support, our operations in Iraq would have been much more difficult, and we would have struggled mightily to prevent failure in Afghanistan. With our continued assurances and sustained presence, these European nations will likely remain committed to helping us meet the global challenges and crises that lay ahead.

## **A. My Command Focus Areas**

To meet the challenges of the future, EUCOM's efforts will be concentrated around the following focus areas.

### **1. We must ensure ready forces and strategic access**

First and foremost – and without compromise – EUCOM is a fighting organization, and must be prepared to respond to contingency operations in and around the AOR. This requires ready forces, bases, access, and agreements with host nations that ensure our ability to deploy troops and equipment to resolve conflicts within the EUCOM AOR, but also to support other functional and geographic combatant commands including AFRICOM, CENTCOM, SOCOM, TRANSCOM, and STRATCOM. EUCOM plays a unique role in facilitating these combatant commands and their missions by supporting global operations from and through Europe.

Missions and contingencies in the Middle East, North and West Africa, and Europe's periphery all rely on a robust U.S. defense posture in Europe. Collective defense commitments to NATO, ongoing instability in the Levant, conflicts across the Maghreb-Sahel, in the Middle East and elsewhere, and the threat of terrorism against U.S. interests create persistent requirements for a U.S. posture and presence in Europe and Africa. Moreover, U.S. forces in Europe have enduring requirements to provide for the strategic access, infrastructure and throughput critical to conducting the simultaneous campaigns identified by our strategy.

### **2. Preserve strategic partnerships and capabilities forged over the last ten years of combat operations**

There is no greater challenge or imperative than to ensure we preserve the interoperability and capabilities developed over a decade of combat operations in Afghanistan so that when future conflagrations occur, the U.S. will be able to fight together with our European

Allies and Partners. The countries that fought alongside us in Afghanistan included not only our long-time NATO Allies such as the United Kingdom, Germany, France, and Italy, but our newer Allies Bulgaria and Romania and our partner Georgia. These latter countries have benefited from long-term sustained efforts to build partnership capacity with EUCOM. These efforts have yielded peer and near-peer “caveat free” combat forces which continue to fight alongside us, often in the more hostile areas of Afghanistan. It is in our nation’s security interest this capability be preserved and remain central to our ability to effectively respond to contingencies globally.

In just the past year, European command participated in six NATO exercises to enhance interoperability gains made over the past decade of war and in direct support of our commitment to common defense. For example, the MARINER series of exercises builds on interoperability in the maritime environment with France, Turkey, Italy, Denmark and the Netherlands. On the intelligence front, our participation in NATO exercise STEADFAST INDICATOR strengthened our collection capabilities with many European nations including Belgium, Czech Republic, Germany, France, and Turkey.

EUCOM also spends considerable effort reducing the prospects of conflict within Europe by focusing significant attention to those areas within our AOR that could easily escalate into hostilities, specifically in the Balkans and the Caucasus. EUCOM engages in a number of cooperative endeavors that provide an area of common interest, building confidence and good relations between former warring factions. These areas of common interest ultimately reduce the likelihood of renewed fighting in the region. The Balkans Medical Task Force One is one specific example of how EUCOM helps foster such cooperation. EUCOM assists the Balkan states build a regional, deployable humanitarian assistance and disaster response capability.

### **3. Fully support and enable the NATO Alliance**

NATO's core mission of mutual self-defense remains unchanged but, in an extremely uncertain security environment and an era of fewer resources, the Alliance provides the essential hub to respond to international security challenges. With its integrated command structure, NATO provides the only effective large-scale multinational command and control structure in the world. As NATO faces the post ISAF reset challenge in a resource constrained environment, it will be exploring new initiatives in conjunction with an aggressive exercise and training program to maintain military capability, effectiveness, and reduced costs. Exercise AUSTERE CHALLENGE in fiscal year 2015 will help meet that requirement by having NATO forces join the U.S. in an exercise that will provide full spectrum training across EUCOM staff, EUCOM assigned component commands, and other U.S. governmental and non-governmental agencies. This exercise will be executed concurrently with AFRICOM and TRANSCOM, envisioning a scenario of multiple crises in a resource challenged environment.

Central to EUCOM's support to the Alliance will be realizing the Secretary of Defense's stated intention to "reinvigorate" the U.S. participation in the NRF. The NRF will be key to NATO's ability to continue to provide security internally and deploy to operations outside the European continent. Additionally, EUCOM will further align our training and exercise program to that of NATO's. Continuing an ongoing NATO initiative, member nations are working to include other NATO member and Partner nations into their traditionally national and bilateral exercises. EUCOM must follow this trend and make sure our limited exercises and engagement dollars are being spent wisely and in support of NATO's continued interoperability efforts.

#### **4. Work with the Interagency Partners to counter transnational threats**

EUCOM must continue to counter transnational threats, which adapt themselves in ways not easily accessible to traditional organizations, by using a “whole of government” approach, unlocking efficiencies and avoiding costly duplication of effort. EUCOM’s Interagency Partnering Directorate, a diverse team of representatives from eleven U.S. Government agencies, sets the example for integrating and collaborating to help resolve complex problems that transcend “military only” solutions. Collectively, they provide invaluable contributions toward measures preventing terrorism and extremism and they are able to leverage their linkages to their respective Washington headquarters and offices throughout Europe and Eurasia.

EUCOM’s Joint Interagency Counter Trafficking Center (JICTC) continues its maturation, having been designated a Joint Task Force by the Department of Defense in October 2013. The JICTC has as its core mission the support of the President’s Transnational Organized Crime Strategy working to eliminate profits from illicit enterprises that facilitate destabilizing influences, including narcotics, terrorism, weapons and finance. For instance, the JICTC is working with our interagency partners in support of their statutory authorities to seize heroin coming through the EUCOM AOR. Its combination of strategy and authorities enables the JICTC to partner and coordinate with relevant DoD elements as well as other government and law enforcement partners.

#### **5. Focus on key relationships in the Levant and Mediterranean**

EUCOM’s sustained engagement with Israel, through our theater security cooperation program and numerous annual military-to-military engagement activities, continues to strengthen both nations’ enduring ties and military activities. EUCOM chairs four bilateral, semiannual conferences with Israel addressing planning, logistics, exercises, and interoperability.

Additionally, the U.S.-Israeli exercise portfolio includes eight major recurring exercises.

Through these engagements, our leaders and staff maintain uniquely strong, frequent, personal and direct relationships with their Israeli Defense Force counterparts.

EUCOM works closely with CENTCOM to keep abreast of all emerging threats that may cross COCOM AORs. And, as the President has said regarding the U.S.-Israeli relationship:

“our military and intelligence cooperation has never been closer. Our joint exercises and training have never been more robust. Despite a tough budget environment, our security assistance has increased every year. We are investing in new capabilities. We’re providing Israel with more advanced technology – the type of products and systems that only go to our closest friends and allies. And make no mistake: we will do what it takes to preserve Israel’s Qualitative Military Edge – because Israel must always have the ability to defend itself, by itself, against any threat.”

EUCOM diligently works to strengthen the U.-S.-Israeli relationship, which includes 3.1 billion in annual Foreign Military Financing, support for Israel’s layered-missile defense program, including the Iron Dome system and the approval to release advanced military capabilities, including the F-35 and the V-22 aircraft, to Israel.

In the last few years, Israel has experienced a deterioration of security along its borders, including spillover from the Syrian conflict and continued threats from Hizbollah, which possesses lethally accurate rockets and missiles with the potential to severely damage Israeli infrastructure. Given this situation, it is feasible that either violence or war could erupt from multiple directions within the Levant with limited warning and grave implications for Israeli security, regional stability, and U.S. security interests.

As played out on the world stage in Syria, Weapons of Mass Destruction (WMD) in the hands of a rogue state or non-state actor continues to represent a grave threat to the United States

and the international community. Our Allies and Partners share these concerns, and we continue to leverage their capacities as we pursue efforts, both bilaterally and regionally, to reduce the potential for successful WMD trafficking and use.

In coordination with the Organization for the Prohibition of Chemical Weapons (OPCW), EUCOM is implementing the Department of Defense's commitment to destroy Syria's most proliferation-sensitive chemicals, including its stockpile of sulfur mustard gas and the sarin precursor chemical DF. EUCOM supports the Department of State and DoD in conjunction with strong international support. Both Norway and Denmark have provided roll-on/roll-off ships which will collect the chemicals from the Syrian port of Latakia and transport them to a transloading port in Italy. The sulfur mustard and sarin precursor DF will then be loaded on to the U.S. modified Motor Vessel Cape Ray for neutralization via hydrolysis at sea in international waters. The chemical effluent produced by hydrolyzing the DF and sulfur mustard will be transported to German and Finnish facilities for destruction. The less hazardous CW-associated chemicals will be transported directly to destruction facilities located in the UK, Finland, and United States.

EUCOM has further increased its preparedness through several military-to-military and military-to-civilian engagements, joint training events, and other activities to bolster our collective capacities in this mission critical area. Key engagements have included training personnel from several civilian agencies within the Turkish Government. Military-to-military engagements are also ongoing with the Israeli Defense Force focusing on chemical defense.

## **6. The Russia Challenge**

Throughout my tenure as Commander of EUCOM, I have been focused on ways to build a cooperative relationship with Russia. However, recent events have made it clear that



Russia remains intent on reasserting itself in its self-declared "near abroad."

Recent actions in Ukraine typify a long-term trend towards Russian intervention in the sovereign affairs of other countries to exert undue influence and pressure. The apparent focus of these efforts is to retain these countries and regions within Russia's sphere of influence, while ensuring they do not turn their focus towards the West. The Crimea stands to join other protracted conflicts in Abkhazia and South Ossetia (Georgia), Nagorno-Karabakh (Azerbaijan) and Transnistria (Moldova) as an intractable problem for which no clear short-term solution exists. In all cases, it appears Russia shows little interest in finding a solution, presenting an image that the conflicts remain unresolved to serve Russian interests.

The actions of Russia may require us to re-look our force posture in Europe and our requirements for future deployments, exercises, and training in the region.

## **7. Broaden our Relationships with Central and Eastern Alliance Members and Partners**

Building and sustaining security relationships is vital to the ability of EUCOM to successfully fulfill its operational duties. EUCOM actively supports countries that have demonstrated a strong commitment to be stalwart partners with the U.S.

As we continue to build relationships with several our newer Allies and Partners in Central and Eastern Europe, EUCOM hopes its longstanding alliance with Italy can serve as a model for partnership relations. The U.S. and Italy cooperate on a multitude of security issues and foreign policy objectives. EUCOM's engagement with Italy is predicated on established bilateral agreements sustained through the close military-to-military relationships built over time, to ensure continued access, basing, and operations for permanent and rotational U.S. forces stationed on Italian soil. The U.S. forward presence at our four main operating bases in Italy, our

investment in key infrastructure, our daily dialogue with our Italian counterparts, and our support to the evolution of Italian military capabilities is critical to maintaining the access we enjoy today. Italian installations have been crucial for regional operations in the past, where the U.S. has deployed, at short-notice, forces to conduct missions such as Operation ODYSSEY DAWN over Libya in 2011, the precursor to NATO's Operation UNIFIED PROTECTOR. Italy remains critical to the United States by providing a staging base for "new normal" embassy protection and crisis response in Northern Africa.

EUCOM's current relationship with Poland exemplifies the mutual benefit of working more closely with our Central European allies. Poland is a pivotal nation in our theater who has emerged as a key leader in the NATO alliance. The Poles have recently undertaken a ten-year \$45 billion modernization plan to upgrade their military capabilities. These upgrades will only serve to enhance Polish security, improve its military relationship with the United States and serve NATO's Article 5 and expeditionary requirements. Furthermore, EUCOM sees great value in the increased visibility and presence of U.S. forces in Poland. Our multi-faceted military engagement with Poland includes cooperation across a variety of initiatives to include regional missile defense, the establishment of a U.S. aviation detachment, and multinational exercises allowing the United States to maintain strong defensive ties with this important power.

Romania is another example where EUCOM is building a strong security relationship. Romania continues its progress towards becoming a more modern, NATO-interoperable force. It has proven to be a consistent and dependable Ally well-poised to be a leader in the Black Sea region. The Romanian government offers troops to NATO without caveats, provides nearly unfettered access for training, including the Marine Corps' Black Sea Rotational Force, and partners with the U.S. in providing strategic access in hosting the Aegis Ashore missile defense

site. Romania is a key node for ISAF's retrograde from Afghanistan by providing the U.S. and NATO unfettered use of its airbase at Mihail Kogalniceanu. Additional efforts are focused towards maintaining the niche capabilities Romania has developed to date, such as its combat-proven land and special operations forces. Most recently, Romania has committed to its transition to a NATO interoperable air force with its agreement to purchase 12 F-16 fighter aircraft, making it an evolving regional leader in air surveillance capabilities and air force modernization.

A fourth country I would like mention is Ukraine. Although Ukraine is not currently seeking NATO membership, it continues to contribute military forces to NATO operations. Our military-to-military relationship with Ukraine has been positive and EUCOM supports its NATO-interoperability efforts for select ground, air, and most notably, naval units. Most recently, EUCOM's SEA BREEZE exercise enabled Ukraine to meet NATO certification standards for its flagship frigate, which then deployed to Operation OCEAN SHIELD last fall. Ukraine has also participated in Operation ACTIVE ENDEAVOR periodically since 2004, contributed forces to STEADFAST JAZZ in 2013, as well as to KFOR and ISAF. Recent Russian aggression could put in jeopardy Ukraine's ability to contribute to NATO and any U.S. operations and exercises. It is important we continue to support Ukrainian cooperative activities with NATO and U.S. forces to enhance our mutually beneficial relationship.

## **B. Additional Areas of Effort**

In addition to these seven focus areas, there are ongoing initiatives that require our continued support and diligence to meet the challenges we face with our European Partners.

### **1. Continue to support Europe's missile defense posture**

EUCOM has taken a number of proactive steps to set the theater and increase our missile defense readiness in response to heightened instability in the Levant. Throughout 2013, EUCOM continued to improve its ballistic missile defense readiness for the defense of Israel and Europe. In January, the U.S., the Netherlands, and Germany deployed Patriot batteries under NATO's Operation ACTIVE FENCE to assist the defense of Turkey from Syrian missiles.

EUCOM continues efforts with our fellow Allies to implement the European Phased Adaptive Approach for Ballistic Missile Defense. In particular, we saw the groundbreaking of the first Aegis Ashore site in Romania, and we continued negotiations for the second Aegis Ashore site in Poland. Completion of the Romanian site in 2015 will likely serve as a key decision point for NATO to move beyond its current interim capability to the formal declaration of an initial operational capability. Our continuing missile defense engagements with European Allies have borne fruit, as Poland, the Netherlands, and Norway have publically announced the intent to procure missile defense systems.

EUCOM has also strengthened cooperative missile defense efforts with NATO and its Air Component Headquarters, coordinating closely to discuss, develop, refine, and document capabilities and procedures to ensure interoperable command and control. We have established the European Integrated Air and Missile Defense Center, declaring initial operating capability in September 2012, and are now pursuing greater Allied and partner nation presence and participation in the development and execution of the training program and events. We have also invited the Russians to visit the Combined Air Operations Center in Ramstein in an effort to increase the transparency of our missile defense efforts.

## **2. Maintain a safe, secure, and effective nuclear deterrent**

As the NATO 2012 Deterrence and Defense Posture Review sets forth, nuclear weapons are a core component of NATO's overall capabilities for deterrence and defense alongside conventional and missile defense forces. EUCOM maintains a safe, secure, and effective theater nuclear deterrent in support of NATO and enduring U.S. security commitments. Through rigorous and effective training, exercises, evaluations, inspections, operations and sustainment, EUCOM ensures that U.S. nuclear weapons and the means to support and deploy those weapons are fully ready to support national and Alliance strategic nuclear directives.

## **3. Continue supporting the State Partnership Program**

The National Guard State Partnership Program (SPP) remains one of EUCOM's most effective and efficient programs and is part of an overall strategy designed to enhance theater stability and influence the development of Partner nation military capabilities. At the end of the Cold War in December 1991, the United States and NATO Allies faced a very serious challenge of how to deal with the 15 former Soviet Republics. In 1992, EUCOM and the National Guard Bureau (NGB) joined forces to launch the SPP.

Today the program has grown to 22 partnership programs and accounts for approximately 20% of EUCOM's theater security cooperation and military-to-military activities with these nations. With these years of combined and shared experiences, EUCOM and the NGB have taken the lead in developing long-term, enduring and committed partnerships that build capacity and trust resulting in high caliber and interoperable forces.

Although SPP engagements span military, political, economic and social realms, one of the most significant effects is the development of personal and enduring relationships. Soldiers and airmen at all levels and on both sides of each partnership consider our counterparts as

extended family, treating each other with the same respect we extended to our own soldiers. In addition to training together, 19 nations contributed forces in Afghanistan, with 14 of them training, deploying, and serving side-by-side with their state partners. Whenever I visit a country, the leadership from the Head of State on down praises our SPP work. Without the commitment of their state partners to deploy with them, many of these nations would have been unable to contribute forces to ISAF.

These relationships pay dividends to the United States as these professionals progress to ever higher positions of responsibility in their militaries. The program has clearly delivered a significant operational return on investment. An example is the 120 Air National Guard personnel from multiple states, operating A-10s, KC-135s and Tactical Air Control Parties, who participated in Exercise SABER STRIKE in June 2013 that occurred in Estonia, Lithuania, and Latvia, and helped promote cohesive interoperability with our Allies.

#### **4. Support the cyberspace and information operations mission**

Among the most dangerous and multifaceted transnational threats facing the Command are those emerging from cyberspace. Over the past several years, EUCOM has significantly increased its capability to support cyberspace operations within its AOR. In order to integrate and synchronize EUCOM's theater cyberspace activities, EUCOM established a Joint Cyber Center (JCC), serving as the focal point for coordination. EUCOM has worked to strengthen the collective cyber security postures of NATO Allies and Partnership for Peace nations through military engagement and public/private partnering, including working with the NATO Cooperative Cyber Defense Center of Excellence in Estonia. EUCOM has started working with U.S. Cyber Command to receive the newly forming cyber forces (Cyber Protection, Combat Support Teams, and Combat Mission Teams) that will support EUCOM's mission requirements.

EUCOM JCC implemented a theater Cyber Readiness Campaign, which systematically assessed different aspects of network security through targeted monthly exercises, to reinforce cyber security practices among EUCOM-DoD Theater network users. The focus is derived from DoD “Best Practices and Lessons Learned” to reduce risks to critical network and mission systems.

In a similar effort, EUCOM’s ability to effectively engage and influence through the information environment is critical toward countering transnational threats, engaging priorities countries, and strengthening NATO. An active communication strategy, reinforced by focused information-related capabilities and activities, is effective in shaping the security environment and setting favorable conditions prior to and during a crisis. EUCOM’s theater influence program – Conducted in coordination with the Department of State - , advance a more stable environment by countering extremist messaging, amplifying moderate voices in the region, and building readership critical to success in contingency operations. Information Operations continue as a mainstay in EUCOM’s portfolio to achieve military objectives in the European theater to defend the homeland forward.

### **C. Ensure a Proper Force and Infrastructure to Meet Mission Requirements**

EUCOM’s ability to succeed in the focus areas listed above requires a force that is properly postured to fulfill the mission. Except when assigned to a Joint Task Force for a military operation or participating in a Joint Exercise, EUCOM’s forces are managed, trained, and equipped by our five Service component headquarters: U.S. Army Europe, U.S. Air Forces Europe, U.S. Naval Forces Europe, U.S. Marine Forces Europe, and U.S. Special Operations Command Europe. These organizations provide forces for our military-to-military engagements, serve both an assurance and deterrence function in the region, deploy units for contingency

operations, and, when necessary, are tasked to provide a tailored Joint Task Force Headquarters. They also conduct a majority of EUCOM's steady state activities.

### **1. European force structure must permit full spectrum operations**

DoD's 2012 strategic guidance, "Sustaining U.S. Global Leadership: Priorities for 21<sup>st</sup> Century Defense," looked out over the next 10 years and initiated the plan for a strategic rebalancing of forces in Europe itself. It mandated the U.S. will continue to maintain a robust and visible military presence in Europe capable of deterring and defending against aggression, while meeting the collective defense requirements under NATO's Article 5. The 2014 QDR reinforced this position.

It is therefore imperative we maintain a credible force structure allowing for a full spectrum of military operations here in EUCOM and in our neighboring combatant commands. EUCOM's air, land, sea and special operations forces maintain a trained and ready response posture to: assure Allies and Partners while deterring aggression; sustain Ally and partner expeditionary capability; and maintain Ally and partner interoperability. As stated earlier, U.S. forces in Europe are critical to defending the homeland forward. Their "train and equip" mission in particular has paid enormous dividends by enabling coalition forces who continue to fight alongside us. From 2007 - 2011, the U.S. trained 42,000 Europeans from countries like Georgia, Slovakia, Romania and Hungary to deploy in support of ISAF. This training provided our European Partners the opportunity to develop skills to deploy and fight, which has in turn eliminated the need to deploy as many U.S. troops to Afghanistan.

The persistent presence of U.S. forces in Europe also enables achievement of theater objectives and demonstrates the most visible U.S. commitment to the Alliance. The Army's two assigned Brigade Combat Teams and their supporting aviation capability, the Air Force's six



fighter squadrons, coupled with the Navy's forward deployed Aegis destroyers, and the Special Operational Forces provide the United States the capability and capacity to execute our assigned missions and defend forward. Combined with critical enabling forces, these assigned operational units meet the broad and diverse security cooperation requirements for our European Allies and Partners.

## **2. European Infrastructure Consolidation**

The next step in revamping U.S. defense posture in Europe is the ongoing European Infrastructure Consolidation (EIC) effort as directed by the Secretary of Defense. This effort, initiated in January 2013, seeks to eliminate excess capacity while ensuring that DoD's infrastructure in Europe maintains the benefits that come from basing our forces forward, preserves our strategic European partnerships, retains the interoperability we have achieved during ISAF, and ensures the U.S. continues its ability to engage in robust training with our European Allies and Partners. While the EIC leverages many ongoing service-initiated actions while focusing on common support functions such as logistics and training, its purpose is to ensure EUCOM will minimize the potential negative effects that reduced basing could have on both strategy, operations, and political-military relationships.

EUCOM believes the savings garnered through the EIC will yield additional cost savings that should be used to fund training and exercises in the EUCOM AOR while maintaining infrastructure critical to U.S. access requirements. The U.S. has already reduced its footprint in Europe by more than 75% in U.S.-controlled real estate inventory since the conclusion of the Cold War. The command is on a trajectory to reduce our footprint further with the closure of the U.S. Army communities at Mannheim, Schweinfurt, and Bamberg, Germany which will leave 17 remaining main operating bases in Europe. It is likely some EIC-recommended consolidation

may require additional military construction investment in order to gain further long-term savings and efficiencies.

### **3. Key MILCON priorities**

Thanks to strong and continued Congressional support, previous annual military construction authorizations have enabled us to address a balanced mix of our most pressing requirements to support EUCOM missions, including U.S. contingency operations. The goal of our Fiscal Year (FY) 2015 military construction program is to support our posture initiatives, recapitalize key infrastructure, and consolidate at enduring locations. EUCOM ascribes particular importance in the coming year for support for the Landstuhl Regional Medical Center/Rhine Ordnance Barracks theater medical consolidation and recapitalization project, our European Phased Adaptive Approach (EPAA) missile defense projects, and the relocation of the Joint Intelligence Operations Center Europe (JIOCEUR) and Joint Analytic Center (JAC).

The Landstuhl/Rhine Ordnance Barracks Medical Center replacement project remains one of the command's highest priority military construction projects. FY 2012 and 2013 appropriations have greatly facilitated the project's progress to date. The new facility consolidates duplicative medical installations in the Kaiserslautern Military Community, and provides a vitally important replacement to theater-based combat and contingency operation medical support from the aged and failing infrastructure at the current facility. The German government issued permits to begin construction on the new facility this past February. Work to clear the site and prepare it for construction is ongoing, with all planned tree cutting for this season completed. Continued support and progress with this critical project will ensure the availability of the highest level trauma care to future U.S. warfighters at this medically

significant halfway point between the United States and areas of persistent conflict around the globe.

Congressional support for the EPAA Phase One projects, including approval to replace expeditionary facilities in Turkey with semi-permanent facilities, was critical to achieving a high degree of readiness at the AN/TPY-2 radar site. In FY 2013, the command began EPAA Phase Two projects, including an Aegis Ashore site in Romania.

EUCOM strongly supports the MILCON project supporting the consolidation of the JIOCEUR Analytic Center and other co-located intelligence elements at RAF Croughton, UK. The intelligence provided by theater intelligence personnel is coherent, timely, and actionable. This intelligence is used by U.S., NATO, and Coalition forces meeting the operational intelligence requirements of EUCOM, AFRICOM, and several other U.S. and NATO intelligence organizations.

The facilities supporting EUCOM JAC and co-located intelligence organizations, however, needs replacement. The planned replacement facility will provide a building sized and configured to save the U.S. Government \$74 million per year and reduce significant operational risk associated with current substandard, deteriorating facilities. The RAF Croughton site also ensures continuation of the strong USEUCOM-UK intelligence relationships with the UK and our sponsorship of the co-located NATO Intelligence Fusion Center.

The importance of maintaining our intelligence relationships with the UK and NATO remains vital to maintaining EUCOM's capability to conduct military operations from and with Europe. Our preparedness to operate together in conflict with coalition partners is in large measure a product of our habitual peacetime intelligence relationships, institutions, procedures, and a common understanding of threats and challenges.

An analysis of alternatives for facility locations found no existing facilities in Europe that could support the six intelligence organizations and their personnel. The preferred solution remains to locate this facility inside the U.K., due to consolidation efficiencies, greater cost savings, operational synergy, and U.S./U.K./NATO intelligence collaboration advantages. The Department requested planning and design funding for the consolidation during the current fiscal year, with three phases of MILCON construction in FY 2015-2017 respectively. We anticipate the construction completion will occur in FY 2019, and movement of units will occur in FY 2019/2020.

#### **4. Additional Infrastructure Needs**

Additional developments in Europe will require starting new projects to meet emerging needs. In an effort to enhance security for the DoD information environment in Europe EUCOM is working closely with AFRICOM and the rest of the Department to implement in Europe the first increment of the Joint Information Environment. This project will improve EUCOM's operational effectiveness, and will realize information technology efficiencies. Key successes in Europe over the past year have included consolidation of cyber-defense capabilities to leverage enhanced protection of our information environment and to establish the first Enterprise Operations Center (EOC). The EOC's initial operational capability will improve our shared situational awareness of network operations events and increase our cyber-readiness. In addition, continued Data Center consolidation efforts in theater will reduce the cyber-attack surface, increase communications continuity, and contribute additional IT efficiencies.

Mission critical infrastructure in the European theater is aging and vulnerable to prevailing threats and hazards. Assuring the resiliency of our ability to accomplish EUCOM missions relies heavily on continuing efforts to identify, assess, and remediate vulnerabilities to

our mission critical infrastructure. Through the Defense Critical Infrastructure Program there has been much success; however, as resources continue to dwindle, it is vital to maintain our mission critical infrastructure readiness posture. Two key elements are the Joint Staff coordinated assessment program and staffing of critical infrastructure specialists at the headquarters and components. The OSD(Policy) Mission Assurance Initiative is encouraging and along with the continuation of the combined OSD and Joint Staff teams, we can ensure that prioritization of infrastructure investment is effective. These teams provide excellent early warning capability that must be preserved.

#### **IV. NATO Today and in the Future**

In today's world, NATO is the hub for international security where Allies and Partners around the globe can meet to address shared security challenges. NATO is all of these things because of the unmatched collective capabilities of its 28 Alliance members and 41 NATO Partner countries. The protection of European territory, allied populations and forces from increasingly diverse threats is a vital component of NATO's collective defense, providing a security guarantee to a community of 800,000,000 citizens, half of the world's GDP and a \$3 trillion annual trade relationship.

NATO and Allied Command Operations have executed multiple major operations, demonstrating the impressive capabilities of the Alliance. Over the past year, roughly 100,000 military personnel are engaged in NATO missions around the world, successfully managing complex operations in Afghanistan, Bosnia, Kosovo, the Mediterranean, and in the seas off the Horn of Africa.

Looking to the future, NATO faces two major challenges: getting the transition in Afghanistan right and resetting the Alliance to prepare for the full-range of future challenges.

NATO's top operational priority is the successful transition from ISAF to the RESOLUTE SUPPORT mission at the end of 2014. The execution of RESOLUTE SUPPORT is contingent upon the signing of the U.S.-Afghanistan Bilateral Security Agreement (BSA) and a NATO Status of Forces Agreement (SOFA) providing a legal framework for engagement. NATO seeks to ensure that the gains made in Afghanistan over the past decade are not lost, but is also conducting planning to consider all potential force options for Afghanistan.

Simultaneously, as NATO transitions in Afghanistan, the Alliance must reset to prepare for new challenges as it moves from operational engagement to operational readiness. NATO continues to face substantial risk from instability on the periphery of Europe and from evolving transnational threats. As such, NATO must refocus on the fundamentals that will ensure it maintains a force that is modern, deployable and sustainable.

The good news is that Alliance forces are at a pinnacle of interoperability due to more than 12 years of sustained combat operations together in Afghanistan. Our tactics, techniques and procedures have never been better aligned. NATO's forces operate today as a team that is ready, capable and interoperable. The challenge will be to sustain that level of interoperability and to prepare for the full range of potential missions. Doing so will require a dual approach. We need to continue to build the capabilities and capacities to be a credible and effective Alliance and we need to sustain our interoperability through rigorous and sustained training, education, and exercises.

NATO nations need to invest now to sustain their current capability levels and address NATO's critical capability shortfalls. Using funds recouped from lower troop levels in Afghanistan and cooperative efforts by nations to pool and share resources should stem the loss of capabilities. Training will be the engine that strengthens interoperability, commitment,

cohesion and sustains a mission-ready Alliance with the flexibility to respond effectively to any situation. NATO exercises and national exercises will need to become linked and coordinated in a way that conserves resources, meets national objectives, and increases effectiveness. By investing in capabilities, working together in the field and sustaining our interoperability, we can ensure a ready and relevant NATO prepared for the next challenge. United States leadership, engagement and participation in both areas will be critical to NATO's success.

## **V. Conclusion**

Recent geopolitical and economic factors once again highlight and reinforce the vitality of U.S. presence in Europe. As a cornerstone to U.S. defense strategy, the preservation of U.S. force posture in Europe is critical to maintaining the access and influence that has made possible successful coalitions in Iraq, Libya, and Afghanistan. Forward deployed U.S. forces acting in concert with our European Allies are poised to execute or facilitate a full range of military missions across four specific geographic combatant commands.

The combination of forward presence coupled with aligned capabilities postured for quick reaction reinforces the strategic value of Europe. Proven partnerships forged through decades of close relationships and shared values have made for a strong, stable, secure Europe that enables the U.S. defense strategy to rebalance towards Asia. This stability requires investment to not only sustain current readiness gains, but the ability to grow new capabilities as well. To maintain our alliances, we must take a strategic view of investments in Europe, build new relationships, and sustain the ones we have. Any short-term savings resulting from reductions in U.S. force posture in Europe could create a long-term debt of trust and influence.

Further reductions in the resources dedicated to ensuring EUCOM is able to train and exercise with our European Allies and Partners will lead to a corresponding reduction in the

ability of the U.S. to influence events in Europe. Losing our influence will introduce strategic risk into our national security, specifically in three areas. First, further reductions in Europe will undermine the credibility of our Article 5 commitment, eroding trust built over 70 years. Diminished European trust can, in turn, jeopardize Europeans' willingness to provide the strategic access we need for global operations. Second, additional cuts will decrease our ability to capture the excellence in combined, joint, and expeditionary operations that NATO has achieved over the past ten years. Third, decreased resources will create opportunities for other countries to exercise greater influence in Europe, which could adversely affect our interests.

Our national defense strategy calling for a rebalance in global priorities requires us not to ignore Europe, but to sustain and leverage our relationships on the continent as we focus on U.S. strategic priorities. As the Commander for EUCOM and NATO/ACO, it is my job to advise you about the benefits and, likewise, the risks of our presence in and engagement with Europe. The benefits are immense, and the risks associated with further reduction are equal in size. Through EUCOM's forward presence, we are postured alongside our proven, indispensable European Allies and Partners. Together, we ensure our collective security for the U.S. and protect our global interests. The command lives, trains, and fights on behalf of the people of the United States and with critical Allies and Partners wherever the mission requires us to go.